TABLE OF CONTENTS

<u>Page</u>

•	INTRODUCTION AND OVERVIEW					
	1.1. 1.2.	The Governor's Drug Enforcement, Education and Awareness Program. Nature of the Problem.	l I			
	1.2. 1.3.	Remedies to Redress Constitutional Violations.	5			
	1.3.		5			
		A. The Exclusionary Rule. B. Civil Liability.	5			
		C. School Officials as Role Models.	5 5 5 8			
	<i>1.4</i> .	Purpose and Approach of this Manual.	9			
	1.4. 1.5.	Basic Definitions.	13			
	1.5.	A. Search.	13			
		B. Seizure.	14			
		C. Public Official.	16			
		D. School Official.	16			
		E. Law Enforcement Officer.	17			
		F. Individualized Search.	17			
		G. Suspicionless Search.	17			
		H. Drugs.	18			
		I. Drug Paraphernalia.	18			
		J. Weapons.	18			
		K. Firearm.	19			
	GENERAL PRINCIPLES					
	2.1.	Privacy Rights Versus Property Rights.	21			
	2.2.	Seize Before Opening.	24			
	2.3.	Critical Importance of Providing Notice of the Right and Intention to Conduct Searches.	24			
	2.4.	Providing Advance Notice is not the Same as Obtaining Consent to Search.	26			
	2.5.	Law Enforcement Searches Require a Higher Standard of Justification Than Searches Undertaken				
	2.51	by School Officials.	29			
	2.6.	Warning Concerning the Use of Private Drug Detection Dogs.	31			
	2.7.	Err on the Side of Protecting Privacy Rights.				
	2.8.	Using the "Least Intrusive Means."	33			
	2.9.	The Need to Make Findings.	35			
	2.10.	Search Policies Must be Reasonable, Not Perfect.	37			
	2.11.	The Importance of Developing a "Neutral Plan" in Conducting an "Administrative Search."	38			
	<i>2.12</i> .	Broad Supervisory Authority of Schools.	40			
	SEAF	RCHES BASED ON INDIVIDUALIZED SUSPICION	43			
	3.1.	School Searches Entail a Balancing of Competing Interests.				
	<i>3.2.</i>	Applying the Standard of Reasonableness Established by the United States Supreme Court.	44			
		A. When Can School Officials Initiate a Search?	45			
		(1) The "Totality of the Circumstances."	46			
		(2) <u>Direct versus Circumstantial Evidence.</u>	46			
		(3) <u>Relying on Hearsay</u> .	47			
		(4) Information Learned From the Suspect or His/Her Behavior.	48			
		(5) <u>Flight</u> .	49			
		(6) Relying on Sense of Smell.	50			
		(7) <u>Stolen Items</u> .	50			
		(8) <u>Staleness</u> .	50			
		(9) Reasonable Grounds is Less Than Proof Beyond a Reasonable Doubt.	51			
		(10) <u>Focusing on Particular Suspects</u> .	51			
		(11) Impermissible Criteria for Conducting a Search.	54			

			(12) <u>Gang Membership</u> .	54
		В.	The Manner in Which School Officials May Conduct a Search.	55
			(1) <u>Developing a Search Plan</u> .	55
			(2) Identifying the Object of the Search.	57
			(3) Relationship Between the Object Sought and the Place/Container Searched.	58
			(4) Searches Should be Conducted in Private.	58
			(5) Consider the Psychological Effect of the Search.	60
			(6) Avoid Reading Private Materials.	60
			(7) Avoid Damaging Student Property.	61
			(8) Avoid Using Force.	61
			(9) <u>Searches are Not a Legitimate Form of Punishmen</u> t.	62
			(10) When to Stop Searching.	62
			(11) Same Rules Apply to Any Property Searched.	63
			(12) Searches of Vehicles.	63
	<i>3.3</i> .	Summ	•	64
4.	CEN	FRATI	IZED OR SUSPICIONLESS SEARCHES	67
┰.	4.1.		uction and Overview.	67
				68
	<i>4.2.</i>		Standards and History.	77
	4.3.		nnced Versus Unannounced Inspections.	78
	<i>4.4</i> .		Locker Inspection Program.	79 79
		A. B.	Findings.	80
		Б. С.	Advance Notice of Program. Neutral Plan.	81
		D.	Execution.	84
		E.		85
		E. F.	Training. Referrals to Law Enforcement.	86
		F. G.		86
		G. H.	No Pre-emption of Individualized Searches.	86
	15		Limitations.	87
	<i>4.5</i> .	_	Detection Canines.	87
		A. B.	Overview. An Examination by a Scant Dog is Not a "Search"	91
		C.	An Examination by a Scent Dog is Not a "Search." Does a Scent Dog Alert Constitute Probable Cause or Reasonable Grounds	/1
		C.	to Conduct a Search?	96
		D.	What To Do When a Scent Dog "Alerts."	100
		D.	(1) Opening a Locker Pursuant to a Search Warrant.	101
			(2) Obtaining Consent to Search From Students and Parents.	103
			(3) Exigent Circumstances.	103
			(4) <u>Using a Canine Alert to Justify a Search Conducted by School Official</u> s.	105
			(a) The "Silver Platter" Problem.	110
			(b) The Problem of "Parallel" Criminal and Non-Criminal Investigations.	114
			(c) Determining the "Purpose" of the Search — The Immunity Problem.	116
		E.	Using Canines to Examine Student Property Other Than Lockers or Desks.	123
		L.	(1) Using Canines to Search Persons and Clothing.	124
			(2) <u>Using Canines to Examine Backpacks, Handbags, and Other Portable Containers.</u>	127
			(3) Using Canines to Examine Vehicles Parked on School Property.	130
		F.	Summary: Special Rules And Procedures Governing The Use of Law Enforcement	100
		1.	Canines to Conduct Suspicionless Examinations.	132
			(1) Advance Notice.	132
٠			(2) Soliciting Parental Input.	133
			(3) <u>Careful Planning</u> .	134
				135
			• • • • • • • • • • • • • • • • • • • •	135
			(5) <u>Subterfuge</u> . (6) <u>County Prosecutor Approval</u> .	136
			(7) Approval and Veto Authority of School Officials.	136
			177 AMBUVALABA YOU MADUURIY OLABOOL CHICIAD.	

		(8) <u>Notice to Local Police</u> .	137				
		(9) No Contact Between Canines and Students.	137				
		(10) Procedures to Expedite Approval of Search Warrant Applications.	138				
		(11) Minimizing Disruption.	138				
		(12) Alerting News Media.	139				
		(13) Public Awareness Follow-Up.	141				
	4.6.	Metal Detectors.	142				
		A. General Considerations.	142				
		B. The Role of Police at Security Stations.	144				
		C. Advance Notice.	145				
		D. Neutral Plan in Selecting Students for Metal Detector Inspection.	146				
		E. What To Do When a Device Alerts.	147 150				
	4.7. Point of Entry/Exit Inspections.						
5.	INFORMANTS AND CONFIDENTIAL SOURCES OF INFORMATION						
	5.1.	Information Reported by Persons Involved in Criminal Activities.	155				
	<i>5.2.</i>						
	<i>5.3</i> .						
	<i>5.4.</i>	Protecting the Identity of Sources of Information.	160				
	<i>5.5</i> .	Handling Confidential Informants.	163				
6.	INTERVIEWS AND INTERROGATIONS						
٠.	6.1.	Interrogations Conducted by Law Enforcement Officials.	1 65 165				
	6.2.						
	6.3.	Interview Principles That Apply to Both School and Law Enforcement Officials:					
		The Requirement of Voluntariness.	172				
7.	SFAI	SEARCHES CONDUCTED PRIOR TO OR DURING SCHOOL					
<i>'</i> .		D TRIPS AND SCHOOL-SPONSORED EVENTS	175				
	FIEL	D TRIPS AND SCHOOL-SI ONSOIGED EVENTS	173				
8.	CONSENT SEARCHES						
	<i>8.1.</i>	The Burden of Proving a Valid Consent.	179				
	<i>8.2.</i>	When Can Consent to Search Be Sought?	180				
	<i>8.3</i> .	Awareness of the Right to Refuse.	180				
	<i>8.4.</i>	Implied Versus Express Consent.	182				
	<i>8.5.</i>	Determining the Voluntariness of the Consent.	183				
	<i>8.6</i> .	The Role of Parents in Obtaining Consent.	184				
	<i>8.7</i> .	Who Has "Apparent Authority" to Give Consent.	186				
	8.8.	Places or Objects Under Joint Student Control.	187				
	8.9.	Can a Juvenile Overrule a Parent's Consent?	188				
	8.10.	Denial of Ownership.	189				
	8.11.	Terminating Consent.	190 191				
	<i>8.12.</i>	Limitations in Executing the Consent Search.	191				
9.	SURVEILLANCE AND PATROLLING SCHOOLS						
	9.1.	Human Surveillance.	193				
۰	9.2.	Cameras and Electronic Monitoring.	196				
10.	SEARCHES OF PERSONS AND "STRIP" SEARCHES						
•	10.1. General Considerations — Following a Step-by-Step Plan of Action						
		to Minimize the Risks and Degree of Intrusion.	199				
	10.2.	Search of Person and the "Wingspan."	201				

	10.3.	"Strip" Searches.	204			
11.	PLAIN VIEW					
12.	EXIG	ENT CIRCUMSTANCES	217			
	12.1.	General Considerations.	217			
	12.2.	Protection of Evidence.	219			
	12.3.	Explosives and Bomb Threats.	220			
13.	URIN	VALYSIS DRUG TESTING	223			
	13.1.	General Considerations.	223			
	13.2.					
	<i>13.3</i> .	Suspicionless or Random Drug Testing.	227			
		A. Introduction.	227			
		B. Fourth Amendment Issues.	228			
		C. State Constitutional Analysis.	232			
		D. Factual Basis Justifying a Random Drug Testing Program.	235			
		E. Scope of the Student Population Subject to Drug Testing.	240			
		F. Special Rules and Procedures Governing Random Drug Testing Programs.	242			
		(1) <u>Soliciting Parental Input</u> .	243			
		(2) Findings.	243			
		(3) <u>Limited Purpose</u> .	243			
		(4) <u>Minimize the Invasiveness of the Intrusion</u> .	243			
		G. Preserving the Chain of Custody and Ensuring the Accuracy of Drug Test Results.	244			
		H. Preserving Confidentiality.	244			
		I. Prescription Medication.	244			
14.	COO	PERATION BETWEEN EDUCATION				
	AND	LAW ENFORCEMENT OFFICIALS	247			
	14.1.	Referrals to Law Enforcement Agencies.	248			
	17.1.	A. Firearms.	248			
		B. Knives and Other Deadly Weapons.	249			
		C. Illicit Drugs.	251			
		D. Child Abuse and Neglect.	253			
		E. Hate Crimes.	254			
		F. Gambling.	256			
		G. Other Crimes.	257			
	14.2.	Confidentiality of Substance Abuse, Diagnosis, and Treatment Information.	258			
	14.3.	Reciprocal Sharing of Information.	261			
	1 1.0.	A. Permissive Disclosure During an Investigation.	261			
		B. Disclosure Following Charge at Principal's Request.	262			
		C. Required Disclosure Following Charge.	262			
		D. Specificity of Shared Information.	262			
	14.4.	Using Information Provided by Law Enforcement Agencies.	263			
	14.5.	Resolving Controversies and Disputes.	264			
	14.6.	The Role of Prosecutors in Answering Search and Seizure Questions.	265			
TABL	E OF	AUTHORITIES	267			
TABL	E OF	APPENDICES	27 3			
INDEX						